

PLANNING & REDEVELOPMENT DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING December 13, 2007

Prepared by: Joanna Cucchi, Associate Planner

ITEM V-B: CONDITIONAL USE PERMIT & ADMINISTRATIVE PERMIT – 7311 GALILEE ROAD – BAYSIDE CHURCH YOUTH CENTER – FILE #2007PL-174 (CUP-000050 & AP-000207)

REQUEST

The applicant requests approval of a Conditional Use Permit to allow a Youth Center for Bayside Church of West Roseville to locate within a Light Industrial zone and an Administrative Permit to allow a parking reduction for a shared use.

Applicant – Ryan Smith, The Business Center Property Owner – The Business Center, L.P.

SUMMARY RECOMMENDATION

The Planning & Redevelopment Department recommends that the Planning Commission take the following actions:

- A. Adopt the three (3) findings of fact for the Conditional Use Permit;
- B. Approve the Conditional Use Permit subject to three (5) conditions of approval;
- C. Adopt the two (2) findings of fact for the Administrative Permit; and
- D. Approve the Administrative Permit subject to one (1) condition of approval.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request. The applicant has reviewed and is in agreement with all recommended conditions of approval.

BACKGROUND

The project site is located within the North Industrial area of the City of Roseville at 7311 Galilee Road (see Figure 1 below). The developed light industrial parcel is approximately 5.6 acres in size and is bounded on the north and south by industrial development, the west by NEC and Union Pacific Railroad, and on the east by vacant commercial property. A Design Review Permit was approved for this center by the Design Committee in March of 2005 for a four building center totaling 101,015 square feet.

The current request is to allow Bayside Church of West Roseville to operate its Youth Center in four tenant spaces; totaling 6120 square feet and its administrative office in two tenant spaces; totaling 3060 square feet, in Building C (see Attachment 1). The youth center will host activities from 6pm-9pm Tuesday through Sunday. These activities will include youth group meetings for four different age groups (4th and 5th grade, middle school, high school, and college) and church band practice. Each group meets once per week excepting the 4th and 5th graders who meet once per month. The space will include restrooms, a kitchen, and a computer room. The maximum attendance at this facility at any one time will be approximately 60 people. Bayside Church of West Roseville holds worship services at Silverado Middle School in West Roseville and this facility will not be used to host worship services. An operations plan is provided as Exhibit A.

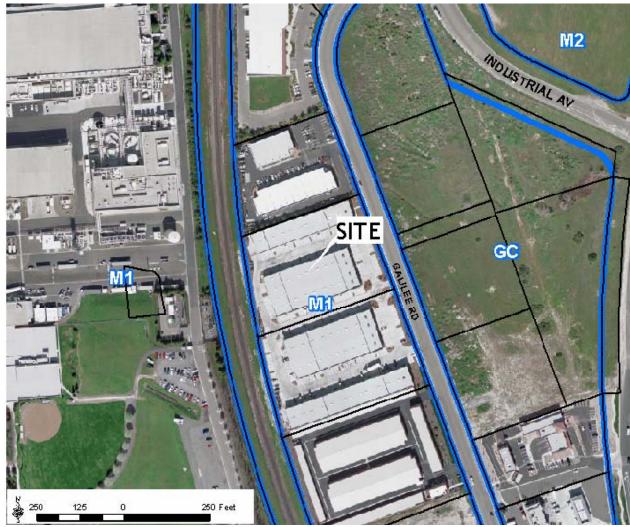


Figure 1: Vicinity Map

SITE INFORMATION

Location: 7311 Galilee Road, APN 017-410-064, North Industrial

Total Size: 5.6 acres

Site Access: Access to the site is provided via three existing driveways off of Galilee Road. There is vehicular circulation provided throughout the site.

Topography: The project site is fully developed and fully graded. This request will not result in any changes to the site.

EVALUATION

The evaluation section of this report includes an analysis of each of the requested entitlements. Each of the entitlements is analyzed for consistency with the goals and policies of the applicable regulations (i.e. the General Plan and the Zoning Ordinance). Analysis is provided for the Conditional Use Permit first, and is followed by review of the Administrative Permit for a shared parking reduction.

CONDITIONAL USE PERMIT

Conditional Use Permits are evaluated for consistency with the City's General Plan, conformance with the City's Zoning Ordinance, and potential for impacts to the health, safety and welfare of persons who reside or work in the area. Specifically, the Planning Commission must make the three findings of fact listed below in **bold italics** to approve a Conditional Use Permit. An analysis of the request for community assembly use follows each finding:

1. The proposed use is consistent with the City of Roseville General Plan.

The land use designation for the subject property is Light Industrial (LI). The LI land use designation is typically intended to provide for industrial uses that tend to generate limited noise, vibration, odor, dust, smoke, light and are integrated or compatible with surrounding uses. Primary uses include research and development, electronics assembly, warehousing, intensive commercial uses, and associated administrative offices. Secondary uses include limited service commercial uses (i.e. banks, restaurants, day care center, travel agencies, florists etc) where they would minimize vehicle travel for convenience trips, but only as secondary uses in proximity to larger industrial parks and complexes. Service uses with large space requirements, such as health clubs, religious assembly, dance and gymnastics studios, and off-peak assembly uses may also be permitted.

When potential for conflict between uses occurs, the General Plan relies on the Zoning Ordinance, through the Conditional Use Permit process, to address and minimize the conflicts through operational conditions. As a conditionally permitted use, the Bayside Covenant Church Youth Center is consistent with LI land use designation. Staff believes that because the majority of the youth center's activities will take place between 6 pm and 9 pm, which is after typical business hours when other businesses in the center will be closed, the youth center can operate without conflict with the existing uses.

2. The proposed use conforms with all applicable standards and requirements of the City of Roseville Zoning Ordinance.

The proposed Youth Center is a Community Assembly use. Community assembly uses include places of worship, clubs, lodges, meeting halls, and community centers. Chapter 19.14 of the Roseville Zoning Ordinance identifies that Community Assembly uses are conditionally permitted within the Light Industrial (M1) zone. Conditional Use Permits are used to address potential incompatibilities between land uses. The standards and requirements of the Zoning Ordinance are used to evaluate the appropriateness of a use or uses for that location. For Community Assembly uses, the Roseville Zoning Ordinance does not establish any specific development standards except for parking requirements. Community assembly requires 1 parking space per 50 square feet of assembly area. The proposed Youth Center will occupy 6120 square feet of the industrial park. Based on this requirement, 122 parking spaces are required by the Zoning Ordinance.

In March 2005, the Design Committee approved the development of the Business Center, which consists of four warehouse buildings located on 5.6 acres. At the time, a mix of office and warehouse uses was anticipated and parking was provided accordingly. Because a mix of uses was anticipated the center has more parking than other light industrial developments. Although there is more parking than a typical industrial development, because of the addition of a community assembly use (which requires parking at 1 space per 50 square feet) an Administrative Permit for a parking reduction will be required. Staff believes that a parking reduction can be supported because of the after hour (off-peak) nature of the activities proposed by the Bayside Covenant Church Youth Center. This issue is discussed in greater detail in the Administrative Permit analysis section of this report. With approval of the Administrative Permit for a parking reduction, the proposed use will comply with Zoning Ordinance requirements.

3. The location, size, design and operating characteristics of the proposed use is compatible with and shall not adversely affect or be materially detrimental to the health, safety, or welfare of persons residing or working in the area, or be detrimental or injurious to public or private property or improvements.

The current uses in the Business Center industrial complex include light industrial and warehousing uses, professional office, and recreation. The light industrial tenants include users such as, a garage door contractor, landscape maintenance, plastic mold injection company, etc. There are also professional offices for the Child Abuse Prevention Council of Placer County, Cobalt Pools, and Ambience Floral. In addition, there are currently two health clubs in the complex. All of the uses in the complex are open Monday through Friday and close by 6:30 pm. Only one business is open until 6:30 pm and is located in Building A. The Youth Center is proposed for Building C. The uses directly adjacent to the proposed Youth Center include offices and storage for a residential cleaning company and a furniture rental business. Both of these businesses close at 5:00 pm

Bayside Covenant Church Youth Center has provided an operations plan intended to address potential conflicts with the other tenant of the Business Center. Conflicts are minimized because the Youth Center's activities will not occur when the surrounding industrial and office uses are in operation. The activities planned for the Youth Center include youth events, adult seminars, and worship band practice. All of these events will take place between 6:00 pm and 9:00 pm Tuesday through Sunday. The Conditional Use Permit includes a condition that requires the youth center to conform to the operations plan provided. With the conditions provided with the Conditional Use Permit staff believes the findings for approval can be met.

Conditional Use Permit Conclusion

Staff has determined that the Bayside Covenant Church of West Roseville Youth Center, based on the analysis provided above and as conditioned below, will not adversely affect or be materially detrimental to the health, safety, or welfare of persons residing or working in the area. Because the hours of operation are different from other uses in the building complex and activities will be contained within the tenant space, conflict between the Youth Center and the existing uses is unlikely.

ADMINISTRATIVE PERMIT

The Business Center is an existing office and warehouse complex consisting of four buildings totaling approximately 101,000 square feet of leaseable space. The current uses are a mix of small contractors, administrative offices, manufacturing, and two fitness studios. The fitness studios require the largest amount of parking of the current tenants. MD Fitness, a personal training facility that requires 20 parking spaces, has a lease that expires on December 31, 2007. They are constructing a new building and plan on moving when their lease expires.

The Zoning Ordinance parking requirement for existing tenants in the Business Center is 197 spaces (see Attachment 2 – Existing Tenants). With the addition of the Bayside Covenant Church Youth Center, a total of 325 spaces are required by the Zoning Ordinance. The site has a total of 256 parking spaces, resulting in a shortfall of 69 spaces. However, staff believes parking provided will satisfy the actual demand for parking generated by the proposed use due to varying hours of operation of the existing tenants and the youth center.

Section 19.26.030.C.2 of the Roseville Zoning Ordinance provides for parking reductions for shared parking (i.e. in association with a building complex). An applicant can apply for an AP to permit shared parking where they believe the hours of operation for different tenants may differ to effectively allow for dual use of parking within the center. In order to approve the Administrative Permit, the Planning Commission must make the following findings:

1. A sufficient number of spaces are provided to meet the greatest parking demand of the participating uses.

The Bayside Church will be operating two separate but related uses at the Business Center. The church will have administrative offices (which do not require a Conditional Use Permit) and the Youth Center itself, discussed above in the Conditional Use Permit analysis. Since the Bayside Church administrative offices and the community assembly use of the youth center requires more parking than was planned for the tenant space they are occupying, a parking reduction is required.

Administrative Office

The administrative office for Bayside Church will be occupied during business hours. Based on the original approval of the center, the tenant spaces planned for the administrative office were allocated six parking spaces. The professional office use requires 12 parking spaces. Because the hours of operation for the youth center (6:00 pm and later) and the administrative office (typical business hours) are not in conflict, the administrative office can utilize the youth center's parking during the day. The youth center's tenant spaces, based on the original approval, are allocated 12 parking spaces. These spaces, in addition to the six allocated for the tenant spaces that the administrative offices will occupy, will give the church a total of 18 spaces. This meets the parking requirement for professional office.

Youth Center

Given the fact that the majority of the activities that will take place at the Bayside Youth Center will be during off-peak hours, staff has determined that there are a sufficient number of parking spaces provided to meet the greatest parking demand. Bayside Church has provided staff with an estimate of the number of people expected to participate in activities Tuesday through Sunday. As can be seen in Exhibit A, the youth center expects between 20 and 60 people to participate Tuesday through Sunday between the hours of 6 and 9 pm. Based on the Design Committee approval of the center, 12 spaces were allocated to the tenant spaces planned for the youth center. The parking requirement for the youth center (community assembly) is 122 spaces based on Zoning Ordinance standards. However the projected use of the youth center is a maximum of 60 people. Staff estimates, conservatively, that each vehicle will carry at least 2 people to the center and that many of the attendees will be dropped off. This means that a maximum of 30 parking spaces would be needed to meet the expected demand. In addition, two of the youth groups (4th and 5th graders and middle school) would have to be dropped off because none of the participants are driving age. The high school group would only have a portion of students that could drive. Only the college aged group and the church band could potentially have every participant arrive and park individually. These two groups are anticipated as the smallest groups at approximately 30 and 10 participants respectively. Fifty-six parking spaces are provided in the parking area adjacent to Building C and an additional 200 spaces are provided in the remainder of the complex. Even if each person arrived separately, there would be enough parking available in the areas listed above to meet the parking demand.

2. Satisfactory evidence is provided describing the nature of the uses and the times when the uses operate so as to demonstrate the lack of potential conflict between them.

Administrative Office

The administrative office of Bayside Church is consistent with other uses in the Business Center complex. The office use requires twelve parking spacer per the Zoning Ordinance but will be able to utilize the parking allocated to the Youth Center during the business day when the Youth Center is closed. Because the Youth Center is closed before 6:00 pm, a total of eighteen spaces will be available for the church's administrative office use during business hours.

Youth Center

The Conditional Use Permit will require the youth center to operate according to the information provided in the Operations Plan and the information provided in the breakdown of the number of

participants as shown in Exhibit A. This anticipates that evening hour activities will occur between 6 and 9 pm, Tuesday through Sunday with a maximum of 60 people.

3. Overflow parking will not impact any adjacent use.

Activities at the Bayside Youth Center will occur between 6 pm and 9 pm, which is when the adjacent businesses are expected to be closed. Only one business in the center has operating hours past 6 pm. This business is a martial arts studio located in Building A and is open until 6:30 pm. Bayside Church Youth Center would be located in Building C. There are no plans for the Youth Center to use any parking spaces before 6pm. After hours, when neighboring businesses are closed, a maximum of 60 people (mostly youth) will be on site. In most cases, except for the college aged ministry held on Sunday nights, a large percentage of students will be dropped off by a parent. Even if all attendees were to arrive separately and park for the duration of the event, a maximum of 60 spaces would be needed.

4. Additional documents, covenants, deed restrictions, or other agreements as may be deemed necessary by the Planning Director are executed to assure that the required parking spaces are maintained and uses with similar hours and parking requirements as those uses sharing the parking facilities remain for the life of the project.

The Conditional Use Permit will restrict the hours of operation and the number of people able to be on site for activities at the youth center in order to ensure that there is a sufficient amount of parking on site at all times for all businesses located within the Business Center.

Administrative Permit Conclusion

Staff concludes that the number of parking stalls provided is sufficient to meet the parking demand of the proposed youth center. Based on the different peak hours of operation for the youth center and other tenants in The Business Center, the parking lot will provide an adequate number of parking spaces for all uses. Therefore, the three criteria for approval of the parking reduction for shared parking are satisfied.

OTHER ISSUES

The existing building/tenant space was not constructed for an assembly type occupancy. Therefore, improvements to the interior of the building will be necessary per Condition 4.

ENVIRONMENTAL DETERMINATION

This project is categorically exempt from the environmental review requirements of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301, which exempts alterations to existing facilities.

RECOMMENDATION

The Planning & Redevelopment Department recommends the Planning Commission take the following actions:

- A. Adopt the three findings of fact as stated in the staff report for the CONDITIONAL USE PERMIT

 7311 GALILEE ROAD, BAYSIDE YOUTH CENTER FILE# CUP-000050;
- B. Approve the CONDITIONAL USE PERMIT 7311 GALILEE ROAD, BAYSIDE YOUTH CENTER FILE# CUP-000050 subject to the three (5) conditions listed below;

- C. Adopt the two findings of fact as stated in the staff report for the ADMINISTRATIVE PERMIT 7311 GALILEE ROAD, BAYSIDE YOUTH CENTER – File# AP-000207; and
- D. Approve the ADMINISTRATIVE PERMIT 7311 GALILEE ROAD, BAYSIDE YOUTH CENTER File# AP-000207 subject to the one (1) condition listed below.

CONDITIONS OF APPROVAL FOR CONDITIONAL USE PERMIT CUP-000050

- 1. The CUP shall be effectuated upon issuance of an occupancy permit by the Building Department. (Planning, Building)
- Associated Bayside of West Roseville Youth Center functions shall be operated in a manner consistent with the operations for Bayside Youth Center provided as Exhibit A. (Planning)
- 3. All activities for the Bayside Church of West Roseville Youth Center shall take place inside 7311 Galilee (Building C), units 125, 130, 135, and 140. (Planning)
- 4. The operations plan shall be updated to increase the maximum number of attendees at the Bayside of West Roseville Youth Center to 60. (Planning)
- 5. Tenant improvement plans shall comply with all applicable code requirements (Uniform Building Code UBC, Uniform Mechanical Code UMC, Uniform Plumbing Code UPC, Uniform Fire Codes UFC and National Electrical Code NEC), California Title 24 and the American with Disabilities Act ADA requirements, and all State and Federally mandated requirements in effect at the time of submittal for building permits (contact the Building Department for applicable Code editions). (Building)

CONDITIONS OF APPROVAL FOR ADMINISTRATIVE PERMIT AP-000207

1. The Administrative Permit is approved for Bayside Church of West Roseville Youth Center and administrative offices only and shall be effectuated upon effectuation of CUP-000050.

ATTACHMENTS

- 1. Site Plan
- 2. Existing Tenants

EXHIBITS

A. Operations Plan

Note to Applicant and/or Developer: Please contact the Planning & Redevelopment Department staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning & Redevelopment Director at, or prior to, the public hearing.